



Federal Aviation Administration

Control Tower Operator (CTO) Partnership Program Resource and Participation Guide

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Revision History

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1 – Introduction

1.1 Purpose of the CTO Partnership Program Resource and Participation Guide

This Resource and Participation Guide provides guidance and information to institutions interested in participating in the Federal Aviation Administration (FAA) Control Tower Operator Partnership Program (CTO Program, CTOP, or Program). This document introduces the CTO Partnership Program eligibility requirements, describes the application and certification process, and provides detailed guidance for institutions. The purpose of the CTO Partnership Program is to: create and maintain parameters for training programs for qualified organizations to provide air traffic basics and initial qualification training to individuals who have no prior air traffic control experience to help them prepare for the written and practical examinations required under 14 CFR Part 65 to be eligible to act as an air traffic control operator and obtain a facility rating.

This document also presents annual requirements for participation and provides information on recertification, decertification, and recognition.

1.2 CTO Partnership Program's Relationship to Controller Hiring and Training

Personnel hiring, selection, placement, and internal training are outside the scope of the AT-CTI Program Office. Affiliation with the CTO Partnership Program, whether as a current student or a program graduate, does not guarantee that a student or a graduate will be selected or employed as an ATCS. The FAA makes no promises or guarantees that graduates of the programs will be able to pass the examinations or obtain a control tower operator certificate with or without a facility rating.

2 – Program Management Structure

2.1 Organizational Structure

The CTO Partnership Program is managed by the FAA AT-CTI Program Office, which resides in the Air Traffic Organization (ATO) Safety and Technical Training Service Unit's Technical Training Directorate (AJI-2). The instructional organization/institution's CTO Partnership Program central program office is the primary point of contact within the institution for the FAA and CTO Partnership Program students to coordinate CTO Partnership Program topics and respond to information requests.

2.2 Roles and Responsibilities

The responsibilities of the FAA program office are:

- Acts as the FAA's central contact for CTO Partnership Program institutions.
- Creates and maintains the requirements for continued participation in the partnership.
- Interacts with institutions to establish, maintain, review, and terminate their status as a CTO Partnership Program partner institution, including coordinating reviews of the requirements included in MOUs and related documents.
- Provides technical guidance and access to current CTO Partnership Program-related documents, including relevant orders, directives, and policies.
- Provides the institution with requirements and oversight.
- Manages the CTO Partnership Program virtual workspace.
- Provides timely information on topics of interest through regular communication among participating institutions and the FAA.
- Sets teaching goal standards and provides relevant air traffic control curriculum, including lesson plans, academic testing materials, student handouts, and other materials that cover the learning objectives for the Air Traffic (AT) Basics and Tower IQ courses.

The responsibilities of a CTO Partnership Program institution are as follows:

- Meets or exceeds all requirements set forth in the CTO Partnership Program Resource and Participation Guide.
- Meets or exceeds all requirements outlined in this CTO Partnership Program Management Guide.
- Retains a central program office to coordinate CTO Partnership Program topics with the FAA and respond to FAA information requests or data.
- Retains records as detailed in the CTO Partnership Program Resource and Participation Guide and makes those records available for FAA inspection upon FAA request.
- Ensures the curriculum satisfies the teaching and training objectives established by the FAA for the AT Basics and Tower IQ courses.
- Ensures the faculty meets the requirements set forth in the CTO Partnership Program The Resource and Participation Guide is up-to-date and current on FAA policies and procedures. Currency on FAA policies and procedures must be documented and retained for oversight by the FAA AT-CTI Program Office.
- Accurately represents the intentions of the CTO Partnership Program in the institution's advertising and other promotional or marketing materials.
- Maintains the confidentiality of any confidential materials shared by the FAA with the institution.
- Appropriately marks with restrictive markings any confidential information shared with the FAA and, owing to the FAA's obligations under federal law, including the Freedom of Information Act (FOIA), provides justification for the assertion that certain material should be treated as exempt from disclosure when such justification is requested by the FAA.
- Any change that affects the status of the CTO Partnership Program institution's participation must be reported in writing to the FAA in accordance with the Resource and Participation Guide.

- Must not advertise, claim, or in any way suggest that Program graduates are eligible for employment by the United States Government or any Federal agency.

3 – Requirements for Participation in the CTO Partnership Program

3.1 Basic Eligibility for Institutions to Apply for Participation

To be eligible to apply for participation in the CTO Partnership Program, an institution must meet all of the following criteria:

- **Program Participation:** Complete the CTO Partnership Program review process and adhere to the program participation requirements outlined in the Resource and Participation Guide.
- **Faculty:** Faculty members who teach the IQ Academy curriculum must have a minimum of three (3) years of fully credentialed experience as one of the following: FAA Certified Professional Controllers (CPC), military controllers with FAA credentials, International Civil Aviation Organization (ICAO) air traffic controllers, and/or Control Tower Operator (CTO) controllers and have one (1) year of on the job training instructor (OJTI) or similar experience. Faculty will teach IQ curriculum relevant to their work history. The institution must have a process in place to facilitate the FAA's review of faculty requirements. The FAA prohibits current FAA employees from teaching the CTO Partnership Program curriculum at (any) institutions.

Note: AT Basics curriculum may be taught by an experienced air traffic controller as listed above, or a faculty member with a minimum of three (3) years of teaching experience and a bachelor's degree from an accredited institution. Faculty requirements will be audited in accordance with the Resource and Participation Guide, Appendix B, Auditing Checklist.

- **Curriculum:** Cover the learning objectives in the FAA AT Basics and Tower IQ course, have a method to assess and update the course curriculum, and have a process to verify the effective and efficient presentation of course content. AT Basics and Tower IQ objectives must be mapped to the aviation curriculum and clearly show where each objective is taught. Virtual courses are acceptable for the classroom curriculum. Simulations will not be conducted virtually. The current Academy curriculum will be provided via the shared virtual workspace.
- **Technology:** Operate and maintain minimum requirements detailed in the Resource and Participation Guide, Appendix A, CTO Partnership Program Minimum Equipment Requirements (MER).
- **Testing:** Have a clear method for comprehensively testing their students' mastery of the AT Basics learning objectives. For IQ training, follow the guidance provided in Section 3.5 of the Resource and Participation Guide.
- **Application Process:** Follow the application process as described in detail on the following website:

[CTO Initial Application](#)

3.2 CTO Partnership Program Application Process for Institutions

The CTO Partnership Program application process involves submitting required documents, participating in a virtual curriculum review, and undergoing an on-site evaluation conducted by the FAA AT-CTI Program Office. See Appendix B for evaluation requirements. Institutions whose applications are approved by the FAA will be required to sign a CTO Partnership Program MOU before participating in the Program. See Appendix C for a reference copy of the MOU. The following documents, found on the virtual workspace, must be completed and submitted with the CTO Partnership Program application.

- ATC Course List.
- ATC Course Details.
- Faculty Member Experiences.
- Record Retention Process

- Learning Objective Requirements (AT Basics, Tower IQ).
- Testing Blueprint (AT Basics, Tower IQ).
- Scenario Mapping (Tower IQ).
- Documentation on Institution Letterhead:
 - ATC Faculty Briefing and Changes

3.3 Virtual Program Evaluations

Virtual program evaluations of CTO Partnership Program institutions will be required to ensure program compliance. The objectives of the virtual program evaluations are to review faculty, curriculum, and exams in a digital form.

3.4 Annual and Ad Hoc On-Site Program Evaluations

The FAA AT-CTI Program Office will conduct annual/ad hoc visits to each participating Program, which the participating institution must support. All visits to CTO Partnership Program institutions will be coordinated between the FAA AT-CTI Program Office and the institution's CTO Partnership Program point of contact at least ten (10) business days prior notice. The FAA AT-CTI Program Office will use the checklist in Appendix A for on-site evaluations. The objectives of the annual and initial on-site evaluation include, but are not limited to:

- Verify and clarify responses provided in program evaluations.
- Observe simulator equipment and scenario functionality in a live environment.
- Verify retention of records.

3.5 Student Testing

CTO Partnership Program institutions must have a clear method for comprehensively testing their students' mastery of the AT Basics and Tower IQ learning objectives. See the Testing Blueprints document.

The student must pass a comprehensive written and simulation performance evaluation that demonstrates the necessary knowledge, skills, and abilities to transition to facility-specific stage training at a Non-Federal Contract Tower or Federal Contract Tower.

The student must also pass the CTO Airman's Written Examination as administered by AOV.

3.7 Records Retention

Records pertinent to the completion of the FAA requirements for the CTO Partnership Program must be kept by the institutions. The FAA AT-CTI Program Office has the right to request and view any individual records from the institutions, subject to student privacy rights, and the institutions must supply them to the FAA promptly.

The institution must:

- a) Coordinate obtaining releases from students, allowing the FAA access to student records.
- b) Retain detailed student records to show that all requirements of the training course and testing scores have been met as agreed by the FAA.
- c) Maintain a system for recording the qualifications and training of instructors.
- d) Keep the records required for a minimum period of three (3) years after completion of the training.

The FAA will:

- a) Ensure institution applications include all required documents.
- b) Retain signed MOU.
- c) Complete Annual and Ad Hoc audit results.
- d) Maintain students' written evaluations and performance assessment results.

Note: If a student does not consent to the FAA receiving access to student records relating to the CTO Partnership Program, the student cannot receive a CTO Partnership Program Endorsement.

4 – Requirements for Maintaining CTO Partnership Program Status

4.1 Notification of Changes

The institution must contact the FAA as soon as possible for any changes that will impact the institution's ability to meet the basic eligibility as outlined in Section 3.1 and Appendix B. Any foreseen change that affects the status of the CTO Partnership Program institution must be reported in writing to the FAA at least forty-five (45) calendar days before the effective date of the change, allowing both parties to assess the impact on students and the program. In the event of unforeseen circumstances (e.g., loss of simulation capabilities, loss of required instructors, natural disaster, etc.), participating institutions must contact the FAA within three (3) business days. FAA will work with institutions to develop a mitigation strategy on a case-by-case basis. For all required personnel and equipment, see Section 3 and Appendix A.

4.2 Training Changes

The FAA will update the required curriculum on a routine and non-routine basis. Routine maintenance is scheduled every six (6) months. The FAA AT-CTI Program Office will provide the institutions with the updated courseware, including a list of changes. The FAA AT-CTI Program Office will provide dates for the institutions when the listed changes will become effective. If, in the determination of the FAA AT-CTI Program Office, a major change is to be released, the FAA AT-CTI Program Office will schedule a meeting with the institutions to provide any necessary explanation and answer questions. Institutions are required to:

- Incorporate required changes to the curriculum by the dates provided by the FAA AT-CTI Program Office.
- Brief changes to instructors as needed
- Update equipment as required.
- Submit revised curriculum mapping guides as required.
- Ensure changes are taught to students.

4.3 Location Limitations

An institution's acceptance into the program is limited to a single campus location and department located within the United States of America and specifically approved by the FAA. The department and degree program(s) specified in the application package are not transferable or expandable. An institution that wishes to have an additional campus or department considered must submit a separate application.

4.4 Status

The three categories for the status of an institution's CTO Partnership Program are:

Active: **The institution is in good standing and is** considered active.

Teach-Out: The institution is transitioning the CTO Partnership Program to inactive status. During this period, the program is no longer admitting new students and is completing its commitment to existing students. The FAA maintains communications with the institution.

Inactive: **The institution is not accepting any students, and no students are** waiting to graduate as CTO Partnership Program students. The FAA will no longer maintain communications with the institution.

4.5 Loss of CTO Partnership Program Status

If an institution loses CTO Partnership Program status, the institution must wait two (2) years before it can reapply. The following are grounds for losing CTO Partnership Program status, resulting in the program being made inactive.

- Inability to overcome the probationary status as determined by the FAA.
- Egregious or multiple violations of the program guidelines or FAA policy.
- Actions that reflect negatively on the FAA and the CTO Partnership Program, as determined in the FAA's sole discretion.
- Unable to fulfill the requirements of the MOU as determined by the FAA.

4.6 Termination

An institution that wishes to withdraw from the CTO Partnership Program must notify the FAA in writing as soon as possible, but no later than forty-five (45) calendar days before the effective date of any change. The FAA may terminate an MOU at any time and for any reason. The FAA will provide the institution with forty-five (45) calendar days' notice before terminating an MOU with the institution. The primary goals during the transition from an active program to an inactive program are to:

- Verify and address the statuses of in-progress students,
- Document information, and
- Review relevant teach-out agreements.

Students who graduated from a CTO Partnership Program institution and were endorsed while the institution was active in the program retain their "CTO Partnership Graduate" designation. A student who has not yet graduated and did not earn the endorsement is not considered a "CTO Partnership Program Graduate" unless a teach-out or similar agreement addresses the situation.

4.7 Waivers

Waivers will be considered on a case-by-case basis by the FAA AT-CTI Program Office for minor temporary changes to the agreed-upon policies that do not impact safety. Waivers will be considered for the following issues:

- 1) Temporary changes in location;
- 2) Minor unforeseen circumstances outlined in Section 4.1; and
- 3) Items deemed necessary by the FAA AT-CTI Program Office. On-site evaluations may be required.

To be eligible for the CTO Partnership Program endorsement, current students must meet the requirements outlined in the CTO Partnership Program Resource and Participation Guide.

4.8 Memorandum of Understanding

The FAA maintains an MOU with each institution that describes:

- The commitment to the program,
- High-level responsibilities for the two parties,
- Each party must fund its participation in the program, and
- Duration, amendment, and termination of the MOU.

The MOU is signed by the FAA ATO's Director of Technical Training and an authorized representative from the institution. For an institution to remain within the CTO Partnership Program, the institution's MOU with the FAA must be renewed annually. The FAA reserves the right to refuse to renew an MOU for any reason or no reason at all.

5 – Requirements for Managing the CTO Partnership Program

5.1 Central Program Office

The institution must establish and maintain a central program office and assign a representative to coordinate CTO Partnership Program topics with the FAA and expeditiously respond to FAA information or data requests. This office is responsible for executing the CTO Partnership Program at the institution, managing program records, and coordinating with students on CTO Partnership Program matters. The institution must coordinate all CTO Program-related inquiries through the FAAAT-CTI Program Office.

5.2 Response Time

The FAA recognizes that the institution representative may hold abnormal duty hours, including instructional time, in a classroom. For routine inquiries and document reviews, the FAA will provide the institution with ten (10) business days to respond. The FAA will provide the institution with three (3) business days of review time to respond to urgent inquiries and reviews. When the institution submits an inquiry to the FAA, the FAA will make every effort to respond within three (3) business days. If additional time is required, the FAA will notify the institution and keep it updated on the request.

5.4 Institution Official Endorsement

The CTO Partnership Program institution's endorsing officials determine whether a student has met the minimum requirements to receive an endorsement letter, as permitted by Section 11-2-6 of FAA Contract Tower (FCT) Air Traffic Controller Eligibility in FAA Order JO 7210.3EE. To receive a CTO Partnership Program Endorsement, the student must satisfy the following criteria:

- Completed air traffic controller training, as demonstrated by passing the courses that are mapped to the AT Basics and IQ learning objectives.
- Passed the CTO Airman's Written Examination.
- Successfully pass the final written and performance assessments.

5.5 Promotion of the CTO Partnership Program

The institution is responsible for promoting its CTO Partnership Program status and accurately representing the intentions of the program in the institution's advertising and other promotional materials (in accordance with relevant institution policies). The institution must not advertise, claim, or in any way suggest that Program graduates are eligible for employment by the United States Government or any Federal agency or that the FAA promises that completion of the program guarantees that graduates will be able to pass the required examinations or will be able to obtain a control tower operator certificate with or without facility rating. .

5.6 Virtual Workspace

The virtual workspace is the online collaboration site and the official document library for the program. The site provides internal FAAAT-CTI Program Office and external institution representatives with restricted worksites for document storage and collaboration. It also provides virtual work areas to facilitate cross-functional coordination and information sharing. Documents such as this Resource and Participation Guide, the course materials, and other reference information are accessible through the virtual workspace. Documents are considered uncontrolled when downloaded. The FAAAT-CTI Program Office provides access to the documents.

Appendix A – CTO Partnership Program Minimum Equipment Requirements (MER)

Purpose

The requirements in this appendix describe the critical components of the simulation hardware and software that CTO Partnership Program institutions will use. These requirements will be updated periodically as new technology, equipment, and procedures are incorporated into the Initial Qualification (IQ) courses. The FAA AT-CTI Program Office will ensure that institutions have the required equipment and are implementing the requirements as necessary.

How to Use

All requirements must be met and maintained for an institution to be accepted as a CTO Partnership Program Institution. If at any time any of the requirements are not met, the CTO Partnership Program institution must immediately notify the FAA AT-CTI Program Office via email atcti@faa.gov. A meeting may be arranged at the discretion of the FAA AT-CTI Program Office to further discuss the outage and possible action for the participating institution. The notification must list the following:

- 1) The requirement cannot be met,
- 2) The estimated time until the institution can resolve the issue,
- 3) A short description of the impact of learning on the students, and
- 4) A mitigation strategy to reduce the impact on students

Tower Requirements

Hardware Requirements:

- Monitor size and orientation:
 - Monitors must be combined to display a 180° field of view.
 - Monitors must be at least 55" diagonal.
 - Display resolution must be at least 1080P/60Hz.
- Flight strips must accurately represent what is used in a live tower environment.
- Two-way communication panel.

Software Requirements:

- Two-way communication software may be separate from the simulation software.
- Voice Recognition software may be utilized.
- Institutions will be able to work with vendors of their choosing.
- Institutions must create training simulations to align with the information provided in the Course Design Guide.

Appendix B – Auditing Checklist

Figure F-1: Enhanced AT-CTO Audit Form

Enhanced AT-CTO On-Site Audit Report					
1. Institution Name		2. Date		3. <input type="checkbox"/> Annual <input type="checkbox"/> Ad-Hoc	
	Requirement Group	Requirement	Satisfactory	Unsatisfactory	Not Applicable
4. Performance	Hardware - Tower	1. Monitors display continuous 180° Field of View at a minimum			
		2. Monitors at least 55" diagonal			
		3. Display resolution/refresh rate at least 1080P/60Hz			
		4. STARS Keyboard functions and presentations are accurately replicated			
		5. STARS Display functions are accurately replicated			
		6. Flight Strips			
		7. Two-way Communication Panel functions accurately replicated			
	Curriculum	8. AT-Basics curriculum matches requirements			
		9. Tower Initial Qualifications curriculum matches requirement			
	Faculty	10. Tower Initial Qualifications curriculum taught by former Tower controller			
Enhanced AT-CTO On-Site Audit Report					
5. Comments					
6. Results <input type="checkbox"/> Pass <input type="checkbox"/> Fail <input type="checkbox"/> Pass with stipulations					
7. Institution's Comments					
This report has been discussed with me					
Name of Representative: _____					
Signature: _____ Date: _____					
8. FAA Auditor Certification					
I certify that the this institution meets requirements					
Name of Auditor: _____					
Signature: _____ Date: _____					

Appendix C – Memorandum of Understanding (For Reference Only)

CTO Partnership Program Memorandum of Understanding
between the
Federal Aviation Administration
and
«Institution_Name_»

Purpose

The purpose of this Memorandum of Understanding (MOU) between the Federal Aviation Administration (FAA) and «Institution_Name_» is to establish the cooperative relationship for «Institution Name _»'s participation in the Control Tower Operator (CTO) Partnership Program. This MOU is independent of any other agreement that may exist between the FAA and «Institution_Name_».

The parties understand and agree that this Memorandum of Understanding does not confer any legal rights, duties or obligations on either party and is not subject to dispute in any forum. Neither party is authorized or empowered to act on behalf of the other with regard to any matter, nor shall either party be bound by the acts or conduct of the other in connection with any activity under this MOU. This provision shall survive termination of this MOU.

Background

This MOU intends to define, to the extent permissible under current laws and regulations, a cooperative relationship between the FAA and «Institution_Name_» under which «Institution Name _» teaches the equivalent curriculum offered at the FAA Academy to ATCS trainees. The FAA derives the legal authority to enter into this MOU under 49 U.S.C. 106(l) and (m),

While the parties may elect to extend this MOU, the FAA also makes no representation about whether the CTO Partnership Program will continue after the expiration of this MOU.

Responsibilities

FAA Responsibilities

- Establishes the FAA AT-CTI Program Office to act as the FAA's central contact to schools for the CTO Partnership Program.
- Creates and maintains the requirements for continued participation in the Program, and related standard operation procedures, work instructions, guidance documents, forms, and libraries.

- Interacts with institutions to establish, maintain, review, and terminate their status as a CTO Partnership Program institution, including coordinating reviews of the MOU and related documents.
- Provides technical guidance and access to current Program-related documents, including relevant orders, directives, and policies.
- Provides requirements and oversight. Performs annual and Ad Hoc on-site program evaluations and virtual program evaluations.
- Manages the CTO Partnership Program's Virtual Workspace.
- Provides timely information on topics of interest through regular communication among participating institutions and the FAA.
- Set teaching goal standards and provide relevant air traffic control curriculum, including lesson plans, academic testing materials, student handouts, and other materials that cover the learning objectives for the Air Traffic (AT) Basics course and Tower Initial Qualification (IQ) course.

«Institution Name » Responsibilities

- Meets or exceeds all requirements set forth in the CTO Partnership Program Resource and Participation Guide, current version.
- Implement the program at a single campus location and department located within the United States of America and specifically approved by the FAA. Provide advance notice of any temporary changes in location.
- Meets or exceeds all requirements set forth in the CTO Partnership Program Management Guide.
- Provides both physical and virtual access to the institute's facilities and classrooms for purposes of program oversight. Provides the FAA with any releases necessary to conduct the oversight.
- Retains a central program office to coordinate Program topics with the FAA and respond to FAA information requests or data.
- Retains records as established in the CTO Partnership Program Resource and Participation Guide and makes those records available for FAA inspection upon FAA request.
- Ensures the curriculum satisfies the teaching and training objectives established by the FAA for the AT Basics and Tower IQ courses.
- Ensures the faculty meets the requirements set forth in the CTO Partnership Program Resource and Participation Guide and are up-to-date and current on FAA policies and procedures. Currency on FAA policies and procedures need to be recorded and retained for oversight from the FAA AT-CTI Program Office.
- Accurately represents the intentions of the CTO Partnership Program in «Institution Name »'s advertising and other promotional or marketing materials.
- Maintains the confidentiality of any confidential materials shared by the FAA.
- Appropriately marks with restrictive markings any proprietary information shared with the FAA and, owing to the FAA's obligations under federal law, including the Freedom of Information Act (FOIA), provides justification for the assertion

that certain material should be treated as exempt from disclosure when such justification is requested by the FAA.

- Any change that affects the status of «Institution_Name_»'s participation must be reported in writing to the FAA in accordance with the Resource and Participation Guide.
- Must not advertise, claim, or in any way suggest that Program graduates are eligible for employment by the United States Government or any Federal agency or that graduates of the programs will be able to pass the required examinations or will be able to obtain a control tower operator certificate with or without facility rating.

Other areas of collaboration may include the following:

- Opportunity to link the FAA and «Institution_Name_» websites for specific activities and acknowledgment of selection into the Program.
- Facility visits, workshops, seminars, internships, and other programs to provide an opportunity for cooperation in developing students' practical understanding of FAA air traffic control operations.

Funding

This MOU in no way obligates the FAA or «Institution_Name_» to any financial expenditure. Activities carried out by each party in support of this MOU are to be funded by the respective parties. Nothing contained herein is intended to prohibit either party from seeking or awarding funding available under any other program.

Transferability

This MOU is not transferable or expandable to another party. Any change in «Institution_Name_»'s name, location, and/or ownership will require «Institution_Name_» to submit a new application in accordance with the Resource and Participation Guide.

Duration, Amendment, and Termination

This MOU will continue in effect until from XX/XX/2025 through XX/XX/2026, unless terminated earlier by either party. Changes and/or modifications to the MOU must be in writing and signed by the FAA and an authorized representative of «Institution_Name_». No oral statement by any person will be interpreted as modifying or otherwise affecting the terms of this agreement. The agreement may be terminated at any time by either party, with or without cause, upon thirty (45) calendar days prior written notice to the other party.

Please sign, date and print signatory's name and title below.

For the FAA:

For the CTO Partnership Program Institution:

<<<NAME >>>>
Director, Technical Training
Air Traffic Organization

«Institution_Name_»

Date:

Date

SAMPLE